

# LAFCO

*Yolo County Local Agency Formation Commission  
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To: Olin Woods, Chair, and Members of the  
Yolo County Local Agency Formation Commission

From: Christine Crawford, Executive Officer  
Terri Tuck, Commission Clerk

Date: February 27, 2012

Subject: FY 2012/13 Work Plan

## **Recommended Action**

1. Consider and discuss the following report provided by staff regarding the status of last year's 2011-12 work plan and proposed work plan for 2012/13 providing feedback and direction as desired.
2. Adopt the revised FY 2012/13 Municipal Service Review and Sphere of Influence Study Update Schedule (Attachment A) and the FY 2012/13 Shared Services Work Plan (Attachment B).

## **Reason for Recommended Action**

This information is provided to the Commission in order to obtain feedback and direction on work priorities for what's remaining of FY (fiscal year) 2011-12 and looking forward to FY 2012-13. With this direction, staff will return with a draft budget at the March meeting which corresponds to the Commission's direction on 2012/13 Work Plan. It is anticipated that the final LAFCo 2012/13 budget would then be adopted at the May 2012 meeting.

## **Background**

This past fiscal year has been a time of significant transition in the Executive Officer position and the Commission has been strategizing about LAFCo's role in Yolo County and seeking ways to become more relevant and a valuable resource to its agencies and special districts.

### **COMMISSIONERS**

★ *Public Member* Olin Woods, Chair ★  
★ *County Member* Matt Rexroad, Vice Chair ★  
★ *City Members* Stephen Souza, Skip Davies ★ *County Member* Don Saylor ★

### **ALTERNATE COMMISSIONERS**

★ *Public Member* Robert Ramming ★ *City Member* Bill Kristoff ★ *County Member* Jim Provenza ★

### **STAFF**

★ *Executive Officer* Christine Crawford ★ *Commission Clerk* Terri Tuck ★  
★ *Commission Counsel* Robyn Truitt Drivon ★

As the Commission is already aware, LAFCo was asked to fill the need for a Shared Services Initiative “champion”, to take the lead on behalf of the County, the four cities and potentially UC Davis, the Tribe and special districts as well. Therefore, Shared Services will be a new component to the Work Management Plan and correspondingly the upcoming FY 2012/13 budget.

While this time of transition and new mission has been exciting, unfortunately none of the projects slated for FY 2011/12 have been initiated, let alone completed. In addition, the Wild Wings CSA and the Davis Cemetery District from the previous year (FY 2010/11) still remain incomplete. So there is much work to be done, which is addressed below.

The Work Management Plan is separated into two major sections: LAFCo and Shared Services. The LAFCo section addresses the workload involved in maintaining the legally mandated MSR/SOI (Municipal Services Review/Sphere of Influence) Updates, applications, policy analysis and administrative duties associated with our LAFCo function. Shared Services reflects our new proactive and evolving commitment to the Shared Services Initiative for agencies within Yolo County which generally includes creating an operational framework where agencies can share services, developing a shared service work plan of shorter and longer term service area goals, and potentially developing an independent shared services website to support this function.

## **LAFCo**

### **MSR/SOI Updates**

Staff re-evaluated last year’s MSR/SOI Update Schedule with the following considerations:

- Considering that updates are required every 5 years, staff spread out the updates and grouped them into roughly even workloads from year to year
- Converted the schedule to fiscal years to coincide with the annual budget
- Considered how long it’s been since a city/district’s last update, any changes or concerns that need to be addressed, relative urgency of any updates and prioritized accordingly.

The proposed update schedule is included as Attachment A. Considering that staff is behind in its annual updates, it is not possible to stagger the updates over 5 years into an even workload and keep the updates from becoming overdue in many cases. The proposed update schedule will allow LAFCo to get back on track but over the course of a 5-year plan. If the Commission is not comfortable with many of its updates going beyond the 5-year update mandate, staff can bring back a more aggressive schedule that would catch us back up to date. However, that would likely come at an additional cost of using consultants in some cases to perform the studies and the resultant update schedule would not be evenly spread out over 5 years. In other words, there would be a big “bubble” year where a disproportionate number of MSR/SOI updates would be due. This cycle of uneven work load would repeat every 5 years.

Some highlights to the proposed schedule include:

- Completing the Wild Wings CSA and Davis Cemetery District's MSR/SOI (in process) in the current FY or early in FY 2012-13.
- Prioritizing the Esparto CSD because it hasn't been reviewed since 2003 and the Madison CSD and Madison-Esparto Regional CSA are being grouped along with it because it makes sense geographically. In the next cycle, staff will look at folding Wild Wings CSA into the same review.
- The Water Districts should be reviewed soon because they were last reviewed in 2005. In addition, staff anticipates an application from the Yolo County Flood Control and Water Conservation District to annex 39 parcels into their District. There are additional parcels that want to be served but cannot because the District needs to expand its sphere prior to annexation.
- The comprehensive MSR for the fire districts has been pushed out to FY 2013-14 because the Citygate Associates study remains on hold. In addition, the City of Davis and UC Davis departments have recently put their consolidation on hold as of February 1, 2012. Due to the complexity of this study and the timing issues involved, staff recommends it be taken on in the FY 2013/14 cycle.

If the Commission would like to see these MSR's addressed during this upcoming FY, the Commission may wish to consider separating the municipal fire districts and the rural fire districts into separate MSRs. A municipal fire districts MSR may also may be a project that warrants hiring a consultant.

- The reclamation districts, while they have not been reviewed since 2005, do not appear to have any pressing changes. Therefore, in order to facilitate an evenly distributed workload, they were pushed back into 2014/15.
- The four cities have been reviewed more recently and they were grouped and plugged into the schedule in a similar order as they came forward to the Commission in their previous review cycle.

The update schedule can be modified by the Commission at any time to remain responsive to any new issues that may arise.

### Applications

Staff received an application requesting approval of an Out of Agency Agreement to provide water outside of its district boundaries to the Yolo County Knights Landing Boat Launch Facility that will be constructing grant funded improvements this summer. In addition, staff anticipates an application from the Yolo County Flood Control & Water Conservation District to annex 39 parcels into the District will be submitted in March 2012. This project may continue into the next fiscal year (FY 2012-13).

On the longer FY 2012/13 horizon, the only other application staff is aware of that may be reasonable to expect this fiscal year is the Woodland Gateway Phase II expansion. The project received its entitlements from the City of Woodland in December; however, City staff has indicated that CEQA litigation is anticipated which would delay an application to LAFCo.

### Administrative Projects

Staff will be working on the following administrative projects during FY 2012/13:

- Completing the audit for FY 2011/12 (the three previous FYs will be completed prior to July 1, 2012).
- Regional Collaboration – CALAFCO involvement, various SACOG regional meetings (Planners Committee and Ad Hoc Committee for Shared Services and New Initiatives), participating in monthly County Managers' Meeting, etc.
- Hosting 2013 Staff Workshop – staff will be involved in various committees associated with hosting this event for Yolo LAFCo.
- General administration items including policy analysis as requested by the Commission, updating procedures, training and attending conferences, etc.

### Shared Services

The Shared Services Initiative is a natural outgrowth of LAFCo's independent status and State mandated role to conduct agency service reviews, specifically looking for opportunities for shared services and/or facilities. This Initiative offers an opportunity to be more proactive in identifying shared service opportunities and facilitating implementation.

Since the Shared Services Initiative is a new program for LAFCo, the detailed work plan is still evolving. Staff has prepared a Shared Services Work Plan as it is currently envisioned which has been included as Attachment B. Admittedly, some of this work outlined in the FY 2012-13 work plan has already begun but is expected to continue into the next fiscal year. Staff anticipates this work plan will need to be periodically refined as the program moves forward.

### Work Plan and Implementation

At the request of the Yolo Managers Group and Commission approval, staff has already initiated shared services tasks in the following areas:

- Sharing Training Class offerings among the agencies – Brown Act, Ethics Training, Harassment, etc.
- Consolidating compliance resources associated with administering federal HOME and CDBG (Community Development Block Grant) housing programs; and

- Pursuing alternative models for Animal Control services that cities are already sharing in, but can potentially reduce costs and improve service. This would include creating an animal care facility in a joint use arrangement with the UC Davis Veterinary School.

Staff plans to prepare a longer term work plan to capture the many remaining shared service opportunities that exist (as distributed to the Commission at the January 2011 meeting). The tentative plan, subject to Commission approval, is for LAFCo to contract with the City of West Sacramento for a half time Project Manager (“Shared Services Coordinator”) through June 30, 2013. The city managers from all four cities and the County Administrator have already agreed in concept to funding this position. Together LAFCo staff and the Shared Services Coordinator will assemble the list of possible shared services opportunities and divide the list into categories of opportunities segregated by different timeframes, such as short-, medium-, long- term opportunities and those that may be achievable but merit further study.

A Shared Services Program Template would also be prepared to define the shared service, how it will be administered, who will be performing the service, costs, implementation details and the estimated savings. Staff will develop an evaluation metric and process that would be used to assess the effectiveness of the shared service after a specified period of time. The draft work plan will be reviewed and modified as necessary at the next available County Managers’ Meeting (known as “YM<sup>2</sup>”).

The Shared Services Coordinator will proceed with the implementation of the shared services work program as directed by the LAFCo Executive Officer. The LAFCo Executive Officer and Shared Services Coordinator will attend and provide oral/written shared services program updates to the County managers’ at their monthly meetings and LAFCo Commission as appropriate.

Implementing the Shared Services Program has the potential to involve a significant amount of LAFCo staff resources depending on the list of short, medium and longer term opportunities. The contract with the City of West Sacramento will augment staff resources to help with the initial push to launch the Shared Services Initiative. At this point, staff and the Commission will have an opportunity to evaluate the merits of the program and the staff resources required in the next (FY 2013/14) budget cycle.

#### Memorandum of Agreement (MOA)

To support and monitor multiple shared service areas, staff anticipates the need for an organizational structure or clearinghouse to facilitate the program. Staff anticipates this can be created by a MOA adopted by all four cities, the County, the Housing Authority and any other agencies that want to participate. The MOA would create an oversight structure, budgets for cost sharing, and pass through for services rendered between some or all of the agencies. The LAFCo Commission may serve as an oversight board with the Yolo Managers acting in a Board of Director’s role.

Staff is exploring different models for funding LAFCo administration of this program. One option is to evaluate the need for an additional staff person with each budget cycle, adding additional resources if warranted (at a cost which would be borne by the County and the four cities). A second model would be to require an administrative fee to cover the staff costs of administering the program which would allow administrative funding to expand or contract with the size of the program and number of services administered (at a cost which would be borne by the agency using the service).

### Website

Staff is contemplating a website to support the Shared Services Initiative and has registered a domain name as a place holder [www.yoloshare.org](http://www.yoloshare.org) and [www.yoloshare.com](http://www.yoloshare.com). The site could have a page for each service administered by the program such as training, housing support, budgets, status, meeting information, etc. The website could include a member only portion for information to be shared among the cities and a public face that could report on shared services successes and/or support like minded community activities, for example.

Through conversations with IT managers for the City of Woodland and Yolo County, staff understands that LAFCo could create an independent website hosted either through an online service or tiered off the County or one of the city websites. The cost is estimated to be \$3,000 - \$7,000 for website design and set up. There are some online content management templates that would bring the costs down even more. Staff from LAFCo and all the agencies could have access to this website to maintain and update it as a resource. There would be an ongoing annual maintenance cost that would be approximately \$2,000 - \$3,000 per year.

### **Potential Opportunities to Expand the Role of LAFCo**

With the demise of redevelopment, the County and the cities are considering the status of their respective tax sharing agreements. Tax sharing agreements in place have ensured that the County remains whole with respect to revenues so the County does not have a financial incentive to develop in unincorporated areas. Some of these agreements have included land use agreements that the County will not develop surrounding cities and thus preserving agricultural land. There may be a role for LAFCo staff to assist in renegotiating these agreements (or a master tax sharing agreement) in the spirit of LAFCo's mission to protect agricultural land.

As a place holder for future LAFCo opportunities, there has also been some preliminary discussion about the LAFCo Commission serving (whole or in part) as the 2016 Redevelopment Oversight Board.

### **Attachments**

1. FY 2012/13 Municipal Service Review and Sphere of Influence Study Review and Update Schedule
2. FY 2012/13 Shared Services Work Plan

MSR/SOI Review and Update Schedule (56425(g))						
2011 Work Plan	FY 2012/13 Proposed	City/District	LAFCO №	Last Updated	Resolution #	5 Yr Update Due (FY)
In Progress	2011/12	Davis Cemetery District	S-036			
In Progress	2012/13	Wild Wings CSA #14	S-035			
2011	2012/13	Esparto Community Services District	S-002	3/24/2003	2003-04	2007/08
2011		Madison -Esparto Regional County Service Area (MERCSA)	S-014	3/28/2005	2005-10	2009/10
2011		Madison Community Services District	S-012	6/23/2008	2008-04	2012/13
2012	2012/13	Dunnigan Water District	S-001	3/28/2005	2005-05	2009/10
2012		Yolo County Flood Control & Water Conservation District	S-001	3/28/2005	2005-05	2009/10
2012		Yolo-Zamora Water District	S-001	3/28/2005	2005-05	2009/10
2011	2013/14	Dunnigan CSA	S-019	2/27/2006	2006-01	2010/11
2011	2013/14	Cacheville Community Services District	S-023	10/23/2006	2006-05	2011/12
2011	2013/14	Knights Landing Community Services District	S-021	9/25/2006	2006-04	2011/12
2011	2013/14	Snowball CSA	S-020	3/27/2006	2006-02	2010/11
2011	2013/14	Capay Fire District	S-008	12/2/2004	2004-11	2009/10
2011		Clarksburg Fire District	S-025	6/25/2007	2007-06	2011/12
2011		Dunnigan Fire District	S-015	9/19/2005	2005-14	2009/10
2011		East Davis Fire District	S-026	12/10/2007	2007-08	2012/13
2011		Elkhorn Fire District	S-024	3/26/2007	2007-01	2011/12
2011		Esparto Fire District	S-009	10/25/2004	2004-08	2009/10
2011		Knights Landing Fire District	S-016	12/5/2005	2005-18	2010/11
2011		Madison Fire District	S-013	12/2/2004	2004-12	2009/10
2011		No Man's Land Fire District	S-026	12/10/2007	2007-08	2012/13
2011		Springlake Fire District	S-004	1/17/2003	2003-01	2007/08
2011		West Plainfield Fire District	S-028	12/10/2007	2007-09	2012/13
2011		Willow Oak Fire District	S-007	12/2/2004	2004-10	2009/10
2011		Winters Fire District	S-029	9/22/2008	2008-08	2013/14
2011		Yolo Fire District	S-017	9/19/2005	2005-15	2010/11
2011	Zamora Fire District	S-018	9/19/2005	2005-16	2010/11	
2011	2014/15	Knights Landing Ridge Drainage District	S-001	3/28/2005	2005-05	2009/10
2011		Reclamation District 108	S-001	3/28/2005	2005-05	2009/10
2011		Reclamation District 150	S-001	3/28/2005	2005-05	2009/10
2011		Reclamation District 307	S-001	3/28/2005	2005-05	2009/10
2011		Reclamation District 537	S-001	3/28/2005	2005-05	2009/10
2011		Reclamation District 730	S-001	3/28/2005	2005-05	2009/10
2011		Reclamation District 765	S-001	3/28/2005	2005-05	2009/10
2011		Reclamation District 785	S-001	3/28/2005	2005-05	2009/10
2011		Reclamation District 787	S-001	3/28/2005	2005-05	2009/10
2011		Reclamation District 820	S-001	3/28/2005	2005-05	2009/10
2011		Reclamation District 827	S-001	3/28/2005	2005-05	2009/10
2011		Reclamation District 2035	S-001	3/28/2005	2005-05	2009/10
2011	Reclamation District 2076	S-001	3/28/2005	2005-05	2009/10	
2011	Reclamation District 2120	S-001	3/28/2005	2005-05	2009/10	
2013	2014/15	Yolo County Resource Conservation District	S-030	5/12/2008	2008-03	2012/13
2013	2014/15	City of Davis	S-027	6/23/2008	2008-05	2012/13
2013		EI Macero CSA	S-027	6/23/2008	2008-05	2012/13
2013		Willowbank CSA	S-027	6/23/2008	2008-05	2012/13
2013		North Davis Meadows CSA	S-022	10/23/2006	2006-06	2011/12
2013	2015/16	City of Winters	S-029	9/22/2008	2008-08	2013/14
2014	2015/16	City of West Sacramento	S-031	1/26/2009	2009-01	2013/14
2014		Garcia Bend CSA	S-031	1/26/2009	2009-01	2013/14
2014	2015/16	Sac - Yolo Port District	S-033	6/22/2009	2009-03	2013/14
2011	2016/17	City of Woodland	S-034	3/28/2011	2011-02	2015/16
2011	2016/17	Capay Cemetery District	S-036	5/16/2011	2011-03	2015/16
2011		Cottonwood Cemetery District	S-036	5/16/2011	2011-03	2015/16
2011		Knights Landing Cemetery District	S-036	5/16/2011	2011-03	2015/16
2011		Mary's Cemetery District	S-036	5/16/2011	2011-03	2015/16
2011		Winters Cemetery District	S-036	5/16/2011	2011-03	2015/16

**ATTACHMENT B  
SHARED SERVICES FY 2012/13 WORK PLAN**

<b>Create Structure for the “Yolo Shared Services Initiative”</b>	<b>Development of Shared Services Opportunities</b>	<b>Shared Services Website</b>
<ol style="list-style-type: none"> <li>1. Prepare MOA for agency review for cities, special districts and other agencies to voluntarily determine individual services it wishes to share or consolidate for efficiency and/or improved service and that LAFCo will administer the program.</li> <li>2. Establish Oversight Committee and Board of Directors.</li> <li>3. Establish list of services to be administered by the Yolo Shared Services Initiative.</li> <li>4. Establish budgets for each service to be shared by participating agencies.</li> <li>5. Develop an evaluation metric and process that will be used to assess the effectiveness and value of the shared service after a specified period of time.</li> </ol>	<ol style="list-style-type: none"> <li>1. Assemble the list of possible shared services opportunities from the agency interview summary tally dated January 20, 2012.</li> <li>2. Divide the list into categories of opportunities segregated by different timeframes, such as short-, medium-, long- term opportunities and those that may be achievable but merit further study. This will serve as the Service Opportunity Development Work Plan.</li> <li>3. Develop a Shared Services Program Template that will be used to define each shared service, how it will be administered, who will be performing the service, costs, implementation details and the estimated savings.</li> <li>4. Implement the shared services work program and meet on a regular basis to coordinate shared services program activities. Provide program updates to the County and City managers (Board of Directors) at their monthly meetings.</li> <li>5. Once agreement has been reached on which agencies will participate in a given service, how service will be performed, cost, etc., amend the MOA Exhibit A - List of Municipal Services to add the service to be administered by the Yolo Shared Services Initiative.</li> </ol>	<ol style="list-style-type: none"> <li>1. Research vendors for content management systems.</li> <li>2. Talk to County and the four cities about potential hosting opportunities to share or tier off of their website.</li> <li>3. Contract with the content management system vendor and/or the City/County to host/support the website.</li> <li>4. Design and launch website.</li> </ol>